



U. S. ARMY
SMART CONTRACTING
H.R. 2638, P.L. 110-329
REPORT TO CONGRESS



14 December 2008

Executive Summary

Rationale for Submitting This Report

This report to Congress provides a final status of the Army's implementation of the Gansler Commission recommendations. The Army's first update was submitted to Congress on May 28, 2008. This follow-on report describes the completed actions that will enable Army contracting to be agile, expeditionary and responsive to the warfighter, while ensuring proper fiscal stewardship of taxpayer dollars.

What We Have Accomplished

The Gansler Commission recommended 40 actions. This report addresses the 22 recommendations that are Army specific, as well as five additional recommendations that are shared Army and Office of the Secretary of Defense (OSD) responsibility. The Army Contracting Campaign Plan Task Force (ACCP-TF), in concert with OSD, is charged with identifying and implementing contracting improvements—including those recommended by the Gansler Commission.

The recent establishment of the U.S. Army Contracting Command demonstrates both the Army's commitment to addressing its contracting challenges and its quick response to the Gansler Commission's recommendations. Activated during a March 2008 command ceremony, the Army is using this essential organizational improvement to continue improving contracting, acquisition, and program management in expeditionary operations. To broaden the scope of our efforts, the Army established the Army Contracting Campaign Plan to ensure systemic and long lasting improvement to Army contracting activities. These improvements will ensure the ongoing successful alignment of contracting processes from beginning to end—requirements development through acceptance, payment, and contract closeout—in support of our Soldiers and to provide best value to the Nation's taxpayers.



Pete Geren
Secretary of the Army

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Introduction

On August 30, 2007, the Secretary of the Army initiated a comprehensive review of the Army's contracting capability by chartering the Gansler Commission to take a long-term, strategic look at the Army's acquisition and contracting policies, procedures and operations in support of expeditionary operations (see Exhibit 1, Army Gansler Commission Charter). At the same time, the Secretary of the Army established and tasked the Army Contracting Task Force (ACTF) to review current operations and initiate immediate actions needed to reduce the Army's risk of fraudulent activity in Southwest Asia (see Exhibit 2, Army Contracting Task Force). The Gansler Commission and the ACTF focused their assessments on the Army's expeditionary contracting capability and conducted in-depth analyses of lessons learned from operations in Iraq, Afghanistan, and Kuwait. Following an in-depth review of the Gansler Commission and the ACTF reports; on February 29, 2008, the Under Secretary of the Army established the Army Contracting Campaign Plan-Task Force (ACCP-TF) (see Exhibit 3). The Task Force's stated mission is "to review the Gansler Commission's report and other Government contracting reports to determine the requirements and resources needed to address the findings and recommendations".

The Gansler Report contains one overarching recommendation and four supporting recommendations. The Gansler Commission recommended 40 supporting actions to achieve the outcomes (See Figure 1). Of these, 22 are Army specific and 18 are under OSD's purview. We identified five of the 18 OSD led actions for Army assistance.

Purpose of this Report

This report is being submitted to Congress in accordance with the Explanatory Statement accompanying the Consolidated Security, Disaster Assistance, & Continuing Appropriations Act, 2009 (PL 110-329). This report addresses the section of the Explanatory Statement which provides, "SMART CONTRACTING - The Secretary of the Army is directed to submit a report to the congressional defense committees no later than 60 days after enactment of this Act, detailing the Army's progress in implementing the key recommendations of the Gansler Commission."

Gansler Commission Report

In its comprehensive report, *Urgent Reform Required: Army Expeditionary Contracting*, issued on October 31, 2007, the Gansler Commission noted that key failures have encumbered the performance of the Army's contracting system. The report identified these failures as significant contributors to waste, fraud, and abuse in support of military operations by Army personnel. The Gansler Commission examined business processes, including internal controls that affect financial management, civilian and military personnel, contracting and contract management processes, doctrine and regulations, and training and education as they relate to expeditionary contracting operations. In addition, the Commission found critical segments of the "institutional" Army have not adapted sufficiently to enable responsive acquisition and sustainment contracting for expeditionary operations.

The Gansler Commission report contained one overarching recommendation—*implement the Commission's recommendations rapidly and measure success*, and four supporting recommendations:

- (1) *Increase the stature, quantity, and career development of military and civilian contracting personnel (especially for expeditionary operations).*
- (2) *Restructure the organization and restore responsibility to facilitate contracting and contract management in expeditionary and CONUS operations.*
- (3) *Provide training and tools for overall contracting activities in expeditionary operations.*
- (4) *Obtain legislative, regulatory, and policy assistance to enable contracting effectiveness in expeditionary operations.*

The Gansler Commission recommended 40 specific supporting actions summarized in Figure 1, below. Twenty-two of the recommendations are Army specific; the remaining 18 are within the purview of the Office of Secretary Defense (OSD), or are legislative actions being addressed jointly between the services with OSD as the lead agent.

Overarching Recommendation: Implement the Commission's Recommendations Rapidly and Measure Success (see report pages 12 and 47)				
Recommendation 1: Increase the Stature, Quantity, and Career Development of the Army's Contracting Personnel (CONTINUED)	Recommendation 2: Restructure Organization and Restore Responsibility to Facilitate Contracting and Contract Mgt	Recommendation 3: Provide Training and Tools for Overall Contracting Activities in Expeditionary Operations	Recommendation 4: Obtain Legislative, Regulatory, and Policy Assistance to Enable Contracting Effectiveness	
<p>Army</p> <p>1) A.1 Charter a Special Task Force to plan for, & achieve, the needed transformation with proper urgency</p> <p>A.1.1 Appoint a Special Task Force Leader</p> <p>A.1.2 Develop a time-phased master plan within 30 days & provide it to the Commission</p> <p>2) A.2 Implement key recommendations within 6 months and all recommendations within a year</p> <p>3) A.3 Review progress periodically with the Commission (quarterly reports and annual program review)</p> <p>Recommendation 1: Increase the Stature, Quantity, and Career Development of the Army's Contracting Personnel</p> <p>Recommendation 1: Increase the Stature, Quantity, and Career Development of the Army's Contracting Personnel</p> <p>Comments</p> <p>1) 1.1 Authorize 10 additional General Officers for contracting positions</p> <p>2) 1.2 Maintain existing civilian SES contracting authorizations, plus 1 new SES</p> <p>Department of Defense</p> <p>3) 1.45 Assign DCMA the role of all base, post, camp, and station contract Mgt</p> <p>7) 1.46 Adequately resource DCMA for this expanded role, and have the required training</p> <p>8) 1.47 Retire a complete review and rewrite (as necessary) of each applicable personnel directive impacting civilian personnel involvement in military operations</p>	<p>Army</p> <p>5) 1.3 Establish "contract planning" (requirements definition) positions</p> <p>6) 1.4 Establish a separate Army Contracting Promotion board</p> <p>7) 1.5 Force the 5 Army General Officer billets to SECAR</p> <p>7) 1.6 Establish a MG Deputy for Contracting and Director of the Army Contracting Corps</p> <p>8) 1.7 Increase the number of military (by 400) and civilian (by 1,000) in the Army contracting workforce</p> <p>9) 1.8 Ensure that Army military contracting personnel "start their contracting career earlier"</p> <p>10) 1.9 Capture expeditionary contracting lessons learned, incorporate them into systemic forums, and provide feedback to the force</p> <p>11) 1.10 Establish a separate, centrally managed Contracting Corps</p> <p>12) 1.11 Establish a staff identifier and manage military contracting personnel</p> <p>13) 1.12 Adequately fund contracting career planning programs, education & training, and internships</p> <p>14) 1.13 Ensure that expeditionary contracting deployment is not a first assignment</p> <p>15) 1.14 Change environment to foster civilian personnel participation in expeditionary operations</p>	<p>Army</p> <p>22) 2.1 Establish a MG Deputy for Contracting and Director of the Contracting Corps and realign the current Deputy Assistant Secretary for Policy as a direct report</p> <p>22) 2.2 Establish an Army Contracting Command, commanded by a MG, and realign the current Deputy for Contracting, AMC, as a direct report</p> <p>23) 2.3 Establish an Expeditionary Contracting Command, commanded by a BG, under the ACC, and create a new SES position as a direct report</p> <p>24) 2.4 Establish an Expeditionary Contracting Command, commanded by a BG, under the ACC, and realign the current Director, US Army Contracting Agency, as a direct report</p> <p>25) 2.5 Establish a chief of contracting for the Army Corps of Engineers, headed by a BG, and supported by a SES deputy.</p> <p>Department of Defense</p> <p>26) 2.6 Create an Integrated Expeditionary Command in-theater for each major operation</p> <p>27) 2.7 Make one executive reporting directly to the USD(AT&L) responsible and accountable for DoD contracting</p> <p>28) 2.8 Redefine DCMA's scope</p>	<p>Army</p> <p>29) 3.1 Train as we fight. Adapt training exercises to stress rapid acquisition, logistics, and contracting in expeditionary operations. Include contracting operations and planning requirements in all military exercises</p> <p>30) 3.2 Develop and field the contract tools needed for the expeditionary forces (e.g., sample contracts)</p> <p>Department of Defense</p> <p>31) 3.3 Focus DAU to train and educate the civilian and military acquisition, logistics, and contracting workforce for expeditionary operations</p> <p>32) 3.4 Provide DAU the necessary resources for the through-out it will experience to accommodate the Army's migration to emphasizing Level 1 certification earlier in careers</p> <p>33) 3.5 Provide training to Contracting Officer's Representatives in each Service, prior to any military operation</p>	<p>Comments</p> <p>34) 4.1 Increase General Officer billets for Contracting and Joint Contracting (with "Teaching" for contracting professionals)</p> <p>35) 4.2 Increase contracting personnel (Army military by 400, Army civilian by 1,000, and 583 to 18 DCMA billets for Army support)</p> <p>36) 4.3 Legislate to provide incentives for civilian contracting personnel to "pre-qualify" for expeditionary operations</p> <p>4.3.1 Eliminate the pay cap</p> <p>4.3.2 Establish tax-free status</p> <p>4.3.3 Make medals available</p> <p>4.3.4 Assure life insurance and long-term medical coverage</p> <p>37) 4.4 Legislate to pre-position funding flexibility through an adequately resourced contingency operations transfer fund</p> <p>38) 4.5 Legislate to pre-position waivers of small business and US labor provisions, Buy American, Berry Amendment, Specialty Metals to allow rapid, local buying for expeditionary operations</p> <p>Department of Defense</p> <p>29) 4.6 Establish an Expeditionary Contracting Manual</p> <p>40) 4.7 Ensure policy and practice support intelligent funding appropriation for expeditionary operations</p>

Figure 1. 40 Gansler Actionable Recommendations, from Gansler Timeline Briefing to SecArmy, 27 Nov 2007.

Army Contracting Campaign Plan Task Force (ACCP-TF)

Army military and civilian officials consisting of subject matter experts from an array of disciplines integral to the contracting process comprised the ACCP-TF. Working in concert with OSD, the ACCP-TF focused on the four specific areas that the Gansler Commission determined must be improved to provide proper administration and management of contracted support in expeditionary operations and effective control over the American taxpayers resources:

- Contracting personnel
- Organization and responsibility
- Training and tools
- Legislative, regulatory, and policy assistance.

Army Scorecard: Gansler Commission Recommendations

The Army Scorecard, Figure 2, depicts the current status of the implementation of the Gansler Report recommendations. The "G-#" refers to the Gansler Commission Recommendation # as depicted in Figure 1.

Army Scorecard: Gansler Commission Recommendations

24 Nov-08

G#	Lead	Description of Commission's Recommended Actions	Implementation	Status	Comments
Recommendation 1: Overarching (ARMY Lead): Implement the Commission's Recommendations Rapidly and Measure Success					
1	ACCP TF	Clarify a Special Task Force	Initiated	Complete	ACCP TF - Urgent need (Aug 2007 - Feb 2008). ACCP TF - long term. Army implementation (Feb. 08)
2	ACCP TF	Implement her recommendations with 6 mo. all with a yr	Initiated	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
3	ACCP TF	Review progress periodically with the Commission	Initiated	Complete	Newsletter highlighting Army and ACCP TF accomplishments in implementing Commission Recommendations
Recommendation 2 (ARMY Lead): Increase the Status, Quantity, and Career Development of Contracting Personnel					
9	ABAAAL/T	Establish "contract planning" (implementations definition) positions	Initiated	Complete	ECC deployable military structure being fielded. Contracting Support Brigades (CSBs), BNS, Senior Terms and Contingency Contracting Teams. Will support limits on & planning for warfighting
10	ABAAAL/T	Establish a separate Army Contracting Promotion board	Alternative	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
11	ABAAAL/T	Establish a separate Army Contracting Promotion board	Alternative	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
12	ABAAAL/T	Establish a HQ Deputy for Contracting and the Army Contracting Corps	Alternative	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
13	ACCP TF	Increase the contracting workforce by 400 military and 1,000 civilians	Initiated	In Progress	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
14	USACE	Ensure that Army and contracting personnel start their career earlier	Initiated	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
15	ALT-FO	Capture opportunity contracting weapons learned (LA)	Initiated	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
16	ABAAAL/T	Establish a separate contract management contracting Corps	Alternative	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
17	USAAAC	Establish a staff identifying and manages military contracting personnel	Initiated	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
18	ABAAAL/T	Adaptability and contracting career planning and 4 train and intermix	Initiated	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
19	USAAAC	Ensure that expeditionary contracting deployment is not first assignment	Initiated	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
20	ARMY G1	Change endorsement to foster civilian participation in expeditionary ops	Initiated	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
Recommendation 3 (ARMY Lead): Restructure Organization and Resource Responsibility					
21	ABAAAL/T	Establish a SIG Deputy for Contracting and reflect the current DASA	Initiated	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
22	AMC	Establish a 2-Star ACC and reflect the current Dep for AMC Contracting	Initiated	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
23	AMC	Establish a 1-Star ECC under the ACC and create a new SES position	Initiated	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
24	ANG	Establish a 1-Star ICC under the ACC and reflect ACA	Initiated	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
25	USACE	Establish a 1-Star chief of contracting for USACE with a SES deputy	Initiated	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
26	Alt-FO	Train as we fight, exercise for joint ops, log & contracting in special ops	Initiated	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
27	ALT-FO	Oversee and field the contract tools needed for the expeditionary forces	Initiated	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
28	ALT-FO	Oversee and field the contract tools needed for the expeditionary forces	Initiated	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
29	ALT-FO	Oversee and field the contract tools needed for the expeditionary forces	Initiated	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
30	ALT-FO	Oversee and field the contract tools needed for the expeditionary forces	Initiated	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
31	ALT-FO	Oversee and field the contract tools needed for the expeditionary forces	Initiated	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
32	ALT-FO	Oversee and field the contract tools needed for the expeditionary forces	Initiated	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
33	ALT-FO	Oversee and field the contract tools needed for the expeditionary forces	Initiated	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
34	ALT-FO	Oversee and field the contract tools needed for the expeditionary forces	Initiated	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
35	ALT-FO	Oversee and field the contract tools needed for the expeditionary forces	Initiated	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
36	ALT-FO	Oversee and field the contract tools needed for the expeditionary forces	Initiated	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
37	ALT-FO	Oversee and field the contract tools needed for the expeditionary forces	Initiated	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time
38	ALT-FO	Oversee and field the contract tools needed for the expeditionary forces	Initiated	Complete	ACCP TF - Urgent actions implemented, also implementing more complex actions that require more time

Figure 2, Army Scorecard, as of 21 November 2008

OVERARCHING RECOMMENDATION: IMPLEMENT THE COMMISSION'S RECOMMENDATIONS RAPIDLY AND MEASURE SUCCESS

G1/A.1. Charter a special task force to plan for, and achieve, the needed transformation with proper urgency.

The Secretary of the Army chartered two task forces to plan for and achieve Army Contracting transformation. The ACTF was chartered in August 2007 to review Army contracting operations and take immediate actions necessary to improve expeditionary operations. Prior to completing their assigned charter, the ACTF generated action plans for many of the Gansler recommendations which were passed to the ACCP-TF to complete. The ACCP-TF's mission, stated in the Under Secretary of the Army's letter dated February 29, 2008 (Exhibit 3), is "to review the Gansler Commission's report and other Government contracting reports to determine the requirements and resources needed to address the findings."

Since March 2008, the ACCP-TF has worked closely with the OSD and Army organizations to define the requirements and quantify the resources necessary to implement the Gansler Report recommendations. With the support of the Congress, including enactment of legislative authorities in the Duncan Hunter National Defense Authorization Act for Fiscal Year 2009 (NDAA 2009), the Army continues moving swiftly to complete the transformation of Army contracting.

G2/A.2 Implement key recommendations within six months and all recommendations within a year.

The Army has responded effectively and quickly to the Commission's findings and recommendations. Of the 22 Army-specific recommendations, 21 are complete as of the date of this report. The remaining one, to increase the contracting workforce by 400 military and 1,000 civilians (G13/1.7), is a complex undertaking that requires significant time for approvals and subsequent hiring and training of new personnel.

Details on implementation, including the alternative solutions, are provided in the following discussion for each specific recommendation.

G3/A.3 Review progress periodically with the Commission (quarterly reports and annual program review).

A comprehensive progress review was provided to the Secretary of the Army and the Gansler Commission on January 23, 2008, with subsequent reviews presented by OSD and the Army on May 8, August 28 and October 31, 2008. Information provided in Gansler Commission periodic reviews is also being made available to the Army at large. The ACCP-TF also published three articles in the October, November, and December 2008 on-line editions of Acquisition, Logistics and Technology (ALT) magazine, circulation 40,000; and two articles in the ALT hard-copy publication, circulation 10,000,

highlighting Army and ACCP-TF accomplishments in implementing Gansler Commission recommendations.

Recommendation 1: Increase the Stature, Quantity, and Career Development of the Army's Contracting Personnel, Military and Civilian (Especially for Expeditionary Operations)

G9/1.3 Establish "contract planning" (requirements definition) positions.

AMC has expanded its expeditionary contracting structure to include planning cells consisting of contracting personnel and logistics specialists. Planning cells within the Contracting Support Brigade (CSB) structure include embedded contract planners to coordinate contract requirements with operational commanders. Actions to resource planning cells for the four existing CSBs began upon ACC concept plan approval. Positions for the three remaining CSBs will be resourced based on activation timelines for each unit: 412th CSB in FY 09; 413th CSB in FY10; a CSB in FY12 (unit designation yet to be determined). Efforts to establish planning cells are predicated upon the funding, accession, and training of acquisition personnel. AMC Logistics Civil Augmentation Program (LOGCAP) Support Units have broadened their planning support to include additional logistics support contracts. These logistics support specialists (66 Army Reserve billets) will be assigned to assist military units and work with Contracting Officer Representatives (COR) in developing contract requirements (contract planning documents, statements of work, acquisition plans, etc.). The Army is considering whether further increases to current structure will be required.

"Contract planning" includes much more than the core contracting tasks managed by our contracting workforce. The Army recognizes that much of our work lies in the area of educating, training and supporting our commanders, staff and other non-contracting professionals. The ACCP-TF supports efforts to ensure our Army can effectively manage the total life-cycle of contracting processes from requirements development, through acceptance, payment and contract close out.

The Army is working to better support commanders and improve contract planning support through a Contracting Support Element (CSE). The CSE concept will support major Army headquarters such as Army Commands and selected Direct Reporting Units.

Commanders, staffs and other non-contracting professionals throughout our Army are key to contracting success. The Army is working to develop their skills in managing contracted support, assisting in requirements development, writing statements of work and preparing independent government cost estimates to support contracting professionals and put effective contracts in place. Equally important is effective contract administration after contract award. The leader's role in post award administration, or contract administration, ensures the government gets fair value for the dollars spent. Army commanders, staff, and other non-contracting professionals must emphasize and value the role of the COR. The COR is not only the contracting officer's representative, but also the commander's representative responsible for ensuring the government gets

what it pays for. The vendor payment must be dependent on acceptance of vendor work or products by a trained COR.

The Army is more dependent on contracted support than at any other time in our history. In Fiscal Year 2008, \$144B was executed through Army contracting activities. Most of the Army's support worldwide, in peacetime and wartime is now contracted support. Effective management of this contracted support is a core leadership responsibility. Our Army's success depends on strong leadership executing sound business practices.

G10/1.4 Establish a separate Army Contracting Promotion Board. (Alternative Solution)

The Army evaluated the Commission's recommendation to establish a separate Army Contracting Promotion Board and determined that the intent of this recommendation is already being met by the existing Army Acquisition Promotion Board. The key to promotion for contracting personnel is to ensure that they have a viable career path with appropriate command and leadership positions along this path that ensures promotion opportunities. With the establishment of Brigade and Battalion command positions in the ACC (four existing CSBs, with another three that are planned for activation by FY12), in addition to the five additional General Officer positions addressed in recommendation G 11/1.5, military contracting personnel will continue to compete effectively for promotions, and have opportunities available up to the rank of Major General (MG).

Military contracting personnel are members of the Acquisition Career field which encompasses other career disciplines such as Program Management and Systems, Planning, Research, Development, and Engineering (SPRD&E) and multifunctional acquisition leaders. Many of our military contracting personnel will gain experience in these other acquisition disciplines over their careers. The Defense Acquisition Workforce Improvement Act (DAWIA) requires that acquisition personnel be promoted at rates commensurate with line personnel. Army promotion data shows that the Army is in compliance, thus there is no added benefit to separating contracting personnel from the larger Acquisition Corps. To ensure the proper acknowledgement of military officers with contracting backgrounds, senior leadership will provide direction to existing promotion boards to ensure equitable rates of promotion. After action reviews are conducted after each board to determine if guidance has been met.

G11/1.5 "Fence" the five Army General Officer billets to the Secretary of the Army.

Sec. 503(a) of the NDAA FY09 authorized five additional General Officer (GO) billets in the Active Component (302 to 307) that are fenced for acquisition. The Secretary of the Army will allocate the billets in accordance with Army contracting priorities to ensure the Army realizes the maximum benefit from the new General Officer billets. On September 12, 2008, a newly promoted Brigadier General assumed command of the recently established Expeditionary Contracting Command (ECC). The Army has already established a two-star Army Contracting Command and a one-star Mission and Installation Contracting Command. Additionally, a one-star will be designated as

Military Deputy of Contracting for USACE. A one-star Military Deputy in the Office of the Assistant Secretary of the Army (Acquisition, Logistics and Technology) will also be established.

G12/1.6 Establish a Major General Deputy for Contracting and Director of the Army Contracting Corps reporting to the ASA (ALT)/Army Acquisition Executive.
(Alternative Solution)

Within the intent of this recommendation the Army consolidated the contracting chain of command. The first phase was the establishment of the ACC which places approximately 70 percent of the Army's contracting workforce under AMC. The second phase, spearheaded by the Director, Acquisition Career Management (DACM), is to further consolidate contracting authorities, and continue to ensure synchronization of workforce development across the Army. One of the five new General Officer positions addressed in recommendation G11/1.5 is intended to be placed in Headquarters, Department of the Army; however, this position will not be not as a Deputy for Contracting and Director of the Army Contracting Corps as recommended in the Gansler report. As previously stated, the Army has evaluated the need for a separate, centrally managed Contracting Corps and determined that military and civilian contracting personnel will be better served by remaining in the existing Acquisition Corps because it provides a comprehensive framework necessary to provide for their future success. The DACM will continue to be responsible for management of the entire Army acquisition workforce.

G13/1.7 Increase the number of military (by 400) and civilian (by 1,000) in the Army contracting workforce, which involves about a 25 percent increase.

The Army strongly supports the Gansler Commission's recommendation to increase its military and civilian contracting workforce. Army organizations with contracting or contracting related needs were tasked to prepare concept plans detailing their civilian requirements. As a result, a total of 19 concept plans were submitted by organizations across the Army and DoD. These organizations include the Assistant Secretary of the Army (Acquisition, Logistics and Technology), Deputy Chief of Staff, Army G-3/5/7, U.S. Army Materiel Command (ACC, ECC, MICC, LOGCAP, and Acquisition Centers), U.S. Army Corps of Engineers, U.S. Army Intelligence and Security Command, Criminal Investigation (Division) Command, U.S. Army Acquisition Support Center, U.S. Army Training and Doctrine Command, Defense Logistics Agency, and U.S. Special Operations Command. Army forums, co-chaired by AMC and ASA (ALT) officials, as part of ACCP-TF analysis, evaluated the 19 concept plans along with military personnel requirements. From these 19 concept plans a consolidated Army position to improve management of contracting operations was developed which proposes the addition of 617 military and 1,635 civilian personnel. The concept planning process, once complete, will determine the actual number of military and civilian personnel to be added.

The majority of these new positions will become part of the contracting workforce under the Army Materiel Command (AMC). The March 13, 2008, activation of the ACC places approximately 70 percent of the Army's contracting structure under AMC. As a result,

AMC is working closely with ASA (ALT) and the ACCP-TF to maximize the number of personnel recruited and retained for contracting positions.

In March 2008, based upon operational experience from theater, the AMC Commander requested that contracting Warrant Officers be added to the force structure to provide additional expertise to execute the contracting mission. The Army instituted contracting training for Logistics Warrant Officers to improve knowledge of contracting processes and prepare these Warrant Officers for potential Contracting Officer Representative duties. To improve recruiting and retention of civilians in certain high cost/high demand areas, AMC requested authority and incentive funding to reduce the turnover and improve retention rates for critical contracting skill sets/expertise.

The ACC includes a one-Star ECC. Each CSB under the ECC has a multifunctional support cell to enhance contracting operations. Use of multifunctional support teams will increase efficiencies in personnel utilization and support seamless transition during CSB military personnel rotations. Each CSB will have a 10 person civilian contracting support cell consisting of:

- 2 Contract specialists (GS series - 1102)
- 1 Operations contract specialist (GS series - 0346)
- 1 Operations clerk (GS series - 0303)
- 2 Quality Assurance specialists (GS series - 1910)
- 3 Procurement specialists (GS series - 1102)
- 1 LOGCAP planner (GS series 0346)

The Army is establishing an earlier accession point for military contracting officers and non-commissioned officers, in accordance with the Commission's recommendation G14/1.8 (see below). This will enable military contracting Soldiers to begin their careers 2-3 years earlier, providing for increased availability of Army contracting personnel and more time to develop and utilize their expertise.

The Army is working with its Reserve Component (RC) Soldiers to implement human capital strategies to more quickly grow its civilian and military contracting workforce. The challenge in fielding RC structure is to get new 51C contracting Soldiers to Level I Accreditation/Certification as rapidly as possible. Those who work contracting in their civilian career are a natural fit. However, a typical RC Soldier who is gaining contracting experience on a part-time basis (not a civilian contracting professional) may require years to reach deployment eligibility (Level I Accreditation/Certification—includes completion of academic requirements and a full 365 days of contracting experience). In order to bring new RC Soldiers to Level I Accreditation/Certification more quickly, the ACCP-TF, in coordination with the USAR and NGB, is working to support requests from the ACC, USACE and DCMA to make 12-month CONUS-based experience and training tours available for RC Soldiers. These positions will help address multiple issues raised by the Gansler Commission:

- **No On-the-Job Training (OJT) in Theater:** CONUS-based experience and training will enable RC Soldiers to more rapidly attain at least one year of experience; preparing them for overseas deployment and providing for varied experience to support future expeditionary operations.
- **Support to CONUS Supervisors:** Supervisors, in support of warfighting operations, are allowing experienced civilian employees to volunteer for deployments without any way to backfill the expertise lost to their CONUS mission. The RC Soldiers will be less experienced but this program will help to offset some of the experience lost, while building the Army's foundational contracting workforce more quickly.
- **Faster Growth of Civilian Contracting Workforce:** As the Army starts to hire new civilian positions (1102), the RC Soldiers who are doing OJT assignments may gravitate towards full-time civilian employment with the CONUS-based organizations they are supporting. The Army benefits by encouraging RC contracting Soldiers to grow their skills at every opportunity, to include civilian work experience.

The Army's action for this recommendation is not considered an alternative solution although the exact numbers of military and civilian increases do not follow the Commission recommendation. The Commission recommendation to increase the contracting workforce by 400 military and 1000 civilians was used as a start point from which to initiate in-depth analysis that includes more than just the contracting workforce (51C/1102). For example, the Army is proposing increases in its number of criminal investigators to enhance contract oversight and reduce risk of waste, fraud and abuse. Overall the Army has identified and is in the process of vetting 617 military and 1,635 civilian positions to address the management of Army contracting from a holistic view. As of this report, 446 of the 617 newly identified military requirements have been approved; while 1,191 of the 1,635 new civilian requirements have been approved. The remaining manpower requirements continue to be analyzed as part of Army campaign planning processes.

The Army is working diligently to develop realistic timelines and execution plans to field as much of this new structure as appropriate in Program Objective Memorandum (POM) 10-15. The ACCP-TF will continue follow-on analysis to include the complete assessment of doctrine, training, leader development, organizations, materiel, personnel and facilities to refine contracting requirements in support of the Army's future. The approval of new active component military requirements poses a significant challenge, as they must be resourced within the established end strength ceiling of 547,400, i.e., for every Soldier added to military contracting, a Soldier must be taken from another career field.

Personnel hiring to fill increased Army-wide workforce requirements will occur over a 3-5 year period following concept plan approval. The Army is considering all viable options to address immediate contracting workforce shortages to include the hiring of highly qualified federal civilian retirees.

G14/1.8 Ensure that Army military contracting personnel, both officers and noncommissioned officers/enlisted, start their contracting career earlier.

Military assignment policy for accessing both officers and noncommissioned officers earlier was issued by the DACM on 31 March 2008 (Exhibit 4, Director, Army Acquisition Management Policy Memorandum #4). Branch qualification is still a prerequisite for officers, and NCOs will complete the Basic Noncommissioned Officer course prior to their first contracting assignment. The Army has already moved the Officer accession point from seven to six years.

G15/1.9 Capture expeditionary contracting lessons learned, incorporate them into systemic forums, and provide feedback to the force.

The Army is developing a comprehensive strategy to systematically integrate the collection, analysis, and dissemination of observations, insights, and lessons learned about expeditionary contracting support into its lessons learned processes. This will ensure capturing lessons learned from three different perspectives: the contracting officer, the requiring activity and the contractor. The intent is to analyze the information to determine gaps or changes needed in doctrine, organization, training, materiel, leader development, personnel and/or facilities.

The Acquisition, Logistics and Technology - Integration Office (ALT-IO) is capturing lessons learned by collaborating with the Combined Arms Support Command (CASCOM) to formally interview units as they return from Iraq and Afghanistan and incorporating informal, unit developed tactics, techniques and procedures into interim doctrinal publications, training courses, training guides, user activity handbooks, and other similar materials.

A Battlefield Contracting Community of Practice has been established on the Army Knowledge On-Line based Logistics Network (LOGNet) that allows for posting and real-time sharing of unclassified questions, observations, insights and lessons learned between contracting professionals, training institutions and requiring activities. This effort supplements the Defense Acquisition University (DAU) on-line knowledge center established to support contracting professionals on contingency contracting, contractors accompanying the force, and other relevant topics.

As an example, in April 2008, the 902nd Contingency Contracting Battalion (CCB) conducted exercise training for Soldiers identified for overseas deployment by executing contracting situational lanes utilizing the Battle Command Training Center at Ft. Lewis. This training utilized current battle rhythm and contracting methodology to prepare contracting officers for integration into the Joint Contracting Command – Iraq/Afghanistan (JCC-I/A).

The Army and OSD continue to collaborate on enhancements to the comprehensive and systematic process of collecting, analyzing and disseminating lessons learned to the operational contracting support community. The symposium forum has served as a formal method of exchanging ideas and disseminating lessons learned since 2005, emphasizing the "train the trainer" approach to fully leverage lessons learned and best practices.

G16/1.10 Establish a separate, centrally managed Contracting Corps (not branch) for Army military and civilian contracting personnel. (Alternative Solution)

The Army has evaluated the need for a separate, centrally managed Contracting Corps and determined that military and civilian contracting personnel will be better served by maintaining the existing Acquisition Corps because it provides a comprehensive framework necessary to provide for their future success. Within the intent of this recommendation the Army is working to consolidate the contracting chain of command. The first phase of consolidation was the establishment of the ACC which places 70 percent of the Army's contracting workforce under AMC. The second phase, to be worked by the DACM, may further consolidate contracting organizations, and continue to ensure synchronization of workforce development across the Army. As of October 2008, the ACC now includes the Logistics Civil Augmentation Program (LOGCAP), as well as the AMC acquisition centers.

G17/1.11 Establish a skill identifier and manage military contracting personnel, e.g., "51C" (thus separating contracting professionals as a distinct professional category within the overall acquisition workforce).

The Army is using a distinguishing contracting skill identifier "51C" for officers and noncommissioned officers. The U.S. Army Acquisition Support Center is currently managing military contracting personnel at all stages in their careers using this designation that was established in 2007. Use of the 51C designation for contracting allows for improved management by the Army's Human Resources Command by better utilization and tracking of military contracting personnel.

G18/1.12 Adequately fund career planning programs, education and training, promotion potential, and contracting internships—all focused to establish an expert workforce skilled in supporting expeditionary operations.

The Army is implementing NDAA 2008 Section 852, DoD Acquisition Workforce funding which provided funding for training, incentives, recruiting and retention. Total funding authorized is \$316.5 million through FY10. \$69.6 million is designated for 2008 (authorization is base plus 2 years). The Army is evaluating and prioritizing its resource requirements in this area. The Army is working closely with Defense Acquisition University to increase the number of contracting training courses that will be delivered starting in FY 2009 and to revise and update training plans. Ongoing implementation is a DASA(P) priority.

G19/1.13 Ensure that the expeditionary contracting deployment is not someone's first assignment.

The DACM promulgated Career Guidance Memorandum #4, dated 31 March 2008, to restrict military contracting professionals (Acquisition/Contracting Officers and NCOs) from serving in an expeditionary contracting deployment as an initial contracting assignment. New assignments to ACC and ECC are following guidelines that will require training and CONUS experience for 1-2 years before deploying in support of expeditionary operations.

G20/1.14 Create an environment that fosters civilian contracting personnel participation in future expeditionary operations.

The Department received legislative authority for several important incentives to foster civilian participation in future expeditionary operations in the National Defense Authorization Act (NDAA) for FY 2009. The Army worked with OSD and the Administration to propose legislation to help foster civilian participation in deployments, such as tax relief, life insurance, pay cap, and direct-hire authority. The results of this collaborative effort are discussed under G36.

- **Additional Actions Taken**

AMC established the Deployable Civilian Contracting Cadre (DCCC) in July 2006. The DCCC is a pilot program that offers both retention and relocation incentives for civilian contracting personnel willing to serve in deployable status and deploy to any location worldwide. The program has been successful in providing qualified contracting civilians to augment the Army contingency contracting mission.

On August 7, 2007, the Department of Defense approved the Global War on Terrorism (GWOT) Civilian Service Medal to recognize the contributions and accomplishments of DoD civilians in direct support of the Armed Forces. The Honorable Gordon England, Deputy Secretary of Defense, and the Honorable David S.C. Chu, Under Secretary of Defense for Personnel and Readiness, presided over the unveiling of the medal and the inaugural presentation to the first recipients on February 26, 2008. Two Army employees were among the 14 initial recipients.

Recommendation 2: Restructure Organization and Restore Responsibility to Facilitate Contracting and Contract Management in Expeditionary and CONUS Operations

The Army responded quickly to the Commission's recommendation to restructure its contracting organization by moving the Army Contracting Agency (ACA) under the Army Materiel Command (AMC), while also establishing the Army Contracting Command (ACC). This restructuring places approximately 70 percent of the Army's contracting resources under AMC.

G21/2.1 Establish a MG Deputy for Contracting and Director of the Contracting Corps and realign the current Deputy Assistant Secretary for Policy as a direct report.

The Army agrees with establishing a General Officer position within the ASA (ALT) as one of the five additional General Officer positions approved (see G11/1.5). As stated in G16/1.10, the Army will continue to use the established Acquisition Corps structure to support the acquisition workforce in lieu of a separate Contracting Corps.

G22/2.2 Establish an Army Contracting Command, commanded by a MG, and realign the current Deputy for Contracting, AMC, as a direct report.

To restore responsibility to facilitate contracting and contract management in expeditionary and U.S. based operations, the Secretary of the Army directed the establishment of a new two-Star ACC as a major subordinate command under the AMC. The ACC was activated on March 13, 2008. A highly qualified member of the Senior Executive Service (SES) is serving as the Executive Director of the ACC, until a qualified Major General is available.

G23/2.3 Establish an Expeditionary Contracting Command, commanded by a Brigadier General (BG), under the ACC, and create a new SES position as a direct report.

The ACC includes a subordinate one-star Expeditionary Contracting Command (ECC) focused on contracting support to forward-deployed and forward-stationed forces. The Army is considering reassignment of a SES position from the former Army Contracting Agency to serve as the ECC deputy, with reporting relationship yet to be determined. Deployable expeditionary structure, once approved, is planned for incremental activation from FY09 to FY12 pending ability of Army to adequately resource with trained and experienced personnel.

G24/2.4 Establish an Installation Contracting Command, commanded by a BG, under the ACC, and realign the current director, ACA, as a direct report.

In addition to the ECC, the ACC also includes a subordinate Mission & Installation Contracting Command (MICC). The MICC will focus on contracting support for CONUS installations. In conjunction with the establishment of the ACC and its two subordinate commands, the Secretary of the Army further directed the realignment of the ACA under AMC. The former ACA organization now provides the resource basis for the MICC. Note: The Army Department of Heraldry approved the name change to Mission & Installation Contracting Command (MICC) in September 2008.

G25/2.5 Establish a chief of contracting for the Army Corps of Engineers headed by a BG, and supported by a SES deputy.

The General Officer requirement for the U.S. Army Corps of Engineers (USACE) was included in the Army's overall request for five additional General Officers. Currently,

USACE has a SES (Tier 2) Director of Contracting. Once identified and confirmed the Brigadier General will serve as the Deputy Director.

Recommendation 3: Provide Training and Tools for Overall Contracting Activities in Expeditionary Operations

G29/3.1 Train as we fight: Adapt training exercises to stress rapid acquisition, logistics, and contracting in expeditionary operations; include contracting operations and planning requirements in all military exercises.

The Army has continued to modify and expand its leadership education curriculum related to planning and managing Operational Contract Support (OCS), which focuses on expeditionary operations. Sixteen different officer and noncommissioned officer professional military education courses have been added or modified to include familiarization with information on OCS. The Army is also developing a two week resident course to train selected staff members (Brigade through Army Service Component Command levels) on how to plan for and manage OCS, and how to develop requirements packages. To improve knowledge gaps in training venues, TRADOC has developed a concept plan to add acquisition personnel to their Combat Training Centers. This new collective training capability will stimulate commanders and their staffs to solve expeditionary related tactical problems, apply emerging doctrine to these tactical situations, and will promote a better appreciation of the challenge of integrating contractor support into military operations.

A listing of the doctrine and training material being developed in support of operational contract support is provided as Exhibit 5, Acquisition, Logistics and Technology Integration Office (ALT/IO) Doctrine & Training Initiatives, dated 1 May, 2008. Actions are ongoing and are a priority for the ACCP-TF to facilitate continuous improvements across the Army. A pilot of the two week resident course for expeditionary contracting (Operational Contract Support Planning and Management Certification Course) is scheduled for 2nd quarter of FY09.

G30/3.2 Develop and field the contract tools needed for the expeditionary forces (e.g., sample contracts).

The Army worked with OSD to publish and distribute 5,000 copies of a Joint Contingency Contracting (JCC) handbook. This handbook, finalized on February 1, 2008, is a pocket-sized reference book that captures the joint contingency contracting environment and equips contingency contracting officers with the necessary tools for joint service operations. The handbook is currently being incorporated into new training material for the expeditionary/contingency contracting force structure. In addition, a new Soldier Training Publication (STP) specifically designed for the Army's new contracting Non-Commissioned Officer (NCO) was updated on April 18, 2008.

The Army is evaluating development of a Virtual Contracting Enterprise (VCE) and other tools to aid Army commanders and staff in contract operations. The VCE will provide a repository of sample statements of work, independent government cost estimates,

acquisition plans, and other relevant documentation to facilitate requirements development and to accelerate decision making and contract award.

The JCC-I/A recently established policy requiring all contracts over \$25,000 in Iraq to be paid electronically. Contracting and financial management personnel are taking necessary steps to minimize cash operations and introduce the necessary supporting electronic commerce solutions that maximize financial and contract management operation effectiveness. These measures will reduce potential for fraud, and facilitate the development of the post conflict national banking infrastructure.

In the long-term, the Army will evaluate a federated approach to business systems development to determine requirements and solutions for integrated contract and financial management capabilities to support garrison and deployed operations. The scope of the contracting process extends beyond the receipt of goods and services, or payment. Property and supplies obtained through contracts must be properly documented in appropriate property accountability systems. Funds expended on contracts must be correctly accounted for in accounting systems. Financial accountability must be reconciled with the close out of contracts, aligning funding with actual dollars spent and, where appropriate, returning excess funds to current accounts. The goal of our systems and process review is to enhance overall accountability and transparency in reporting of contracted support to Army missions.

Recommendation 4: Obtain Legislative, Regulatory, and Policy Assistance to Enable Contracting Effectiveness in Expeditionary Operations

G34/4.1 Increase General Officer billets for contracting and Joint contracting (with "fencing" for contracting professionals).

Section 503 of the NDAA 2009 authorized an increase in Army General Officer billets from 302 to 307 stipulating that these five additional officers be fenced as acquisition positions.

G35/4.2 Increase contracting personnel (Army military by 400, Army civilian by 1,000, and 583 to fill DCMA billets for Army support). See G13/1.7 for change in numbers based on submission of concept plans.

With regard to the 583 contracting personnel recommended by the Gansler Commission to address the services contract administration for base, post, camp and station, the Army supports OSD's position that this role is not appropriate for DCMA. The Army will address services contract administration through an approach that examines current installation management operations in order to establish and train capability in CONUS that can then be deployed in a "train as we fight" mode. These personnel, once trained, may well serve as the "mayors" for forward operating bases in the Joint warfight. These activities, necessary to run Army installations, are already being executed by Army personnel. The Army's task now is to insure that post-award contract administration for our installations is being conducted effectively and then to grow this as a deployable capability. The number of additional personnel required to support this mission

construct has not been determined at this time. The ACC is coordinating with the Army's Installation Management Command and the Assistant Chief of Staff for Installation Management to develop this requirement. The ACCP-TF will take their findings and insure coordination of resourcing requirements across the Army staff.

Follow-on analysis of Army contracting structure and force management needs will continue as part of a complete Doctrinal, Training, Leader Development, Organizational, Materiel, Personnel and Facilities (DTLOM-PF) analysis to be facilitated by the ACCP-TF. The Army's analysis of the post-award contract administration requirement, estimated by the Gansler Commission at 583 personnel, is still in its beginning stages.

G36/4.3 Legislate to provide incentives for civilian contracting personnel to "pre-volunteer" for expeditionary operations.

The Army worked closely with the Office of the Secretary of Defense to analyze the Gansler recommendations for legislative changes. In some areas we concluded that only regulatory changes were needed. In some areas, we determined that existing laws provided authority or sufficient flexibility.

- The Army's review determined that legislation was not necessary to enhance the medical care and coverage for deployed DoD civilian employees. Under DoD policy, employees who are injured or wounded, who become ill, or incur diseases while deployed in support of hostilities overseas are eligible for medical treatment in military facilities, and continue to be eligible for medical treatment in a DoD facility or the private sector for conditions compensable under Department of Labor Workers' Compensation Programs and to receive medical care for as long as it is needed. There is no "combat zone" or "war clause" exclusion for workers compensation eligibility.

- **Expedited Hiring Authority for Defense Acquisition Positions.**

The Army appreciates Congressional action in FY 2009 NDAA to provide direct hire authority to the DoD. Section 851 of the 2009 NDAA grants SECDEF the authority to designate any category of acquisition position within the Department of Defense (DoD) as shortage category positions and to recruit and appoint highly qualified persons directly to those positions. This direct hire authority terminates on September 30, 2012.

- **Optional Life Insurance Election Opportunity for Certain Federal Civilian Employees.**

This Army also appreciates Congressional support for DoD's legislative proposal to permit civilian employees to purchase additional life insurance when they are deployed in support of contingency operations. Section 1103 of the NDAA provides that Federal civilian employees deployed in support of a contingency operation may choose to add optional life insurance.

- **Authority to Waive Annual Limitation on Premium Pay and Aggregate Limitation on Pay for Federal Civilian Employees.**

Section 1101 of the NDAA 2009 provides a 4-year extension to existing law to allow Federal civilian employees working in the United States Central Command Area of Responsibility (CENTCOM AOR) during 2008, in support of a military operation or declared emergency, to be eligible to earn a greater amount of premium pay. The legislation establishes the higher level on premium pay as equivalent to the salary of the Vice President, and allows these employees to receive payments in the calendar year they were earned. This authority will help to ensure that Federal employees who work extended hours in the CENTCOM AOR are compensated for the important work they perform. NDAA 2009 Section 1102 also extends the DoD temporary discretionary authority to grant allowances, benefits and gratuities to civilian personnel serving in a combat zone. This includes death gratuity equivalent to one year's salary, relocation expenses in the event of death, transportation for home leave (increased accrual rates), and periods of rest and recuperation not to exceed 20 workdays during any 12 consecutive months.

G37/4.4 Legislate to pre-position funding flexibility through an adequately resourced contingency operations transfer fund.

Upon a comprehensive review of this recommendation, OSD and Army concluded that DoD has the necessary authority to establish a contingency operations transfer fund. While a legislative change is not necessary, the Army will continue efforts to coordinate an action plan for policy changes needed to maximize funding flexibility during expeditionary contracting operations.

G38/4.5 Legislate to pre-position waivers of small business and U.S. labor provisions, Buy American, Berry Amendment, and Specialty Metals to allow rapid, local buying for expeditionary operations.

The Army is continuing to work with OSD and the Defense Procurement and Acquisition Policy Emergency Procurement Committee (EPC) to determine if additional legislation is necessary to promote rapid, local buying during contingency operations. While many current laws contain waiver authorities to support rapid contracting during contingency operations, the Department continues to assess whether additional flexibility in certain areas is desirable.

Conclusion

Army contracting consists of outstanding and talented professionals, yet structure, training, and policy must drastically improve for the Army to successfully execute its contracting workload. That workload has grown more than four-fold since 1990. While the Army was facing contracting workload increases, the workforce was reduced as part of DoD acquisition workforce cuts required, in part, due to Congressionally-mandated cuts in the 1990s. The 1990s also saw the Army take cuts across the board in its combat, combat support, and combat service support structure. As part of the military drawdown of the 1990s, the Army made tough calls to prioritize its decreasing military manpower to operational warfighting structure. The resulting cuts in infrastructure support created an environment where Army operational Commanders, as well as Garrison Commanders, increasingly relied on contracts for services and support. This trend increased dramatically to support wartime operations overseas.

Despite resource challenges, the Army has been and continues to be committed to improving its contracting operations, as demonstrated by creating the Contracting Support Brigades, the Army Field Support Brigades, the stand-up of the Acquisition Logistics and Technology Integration Office, the Army Contracting Task Force, the Army Contracting Campaign Plan Task Force and the stand up of the Army Contracting Command. This report to Congress provides the final status on the corrective actions recommended by the Gansler Commission. These actions are enabling Army contracting to be agile, expeditionary, responsive, and transformed to support the warfighter through the integration of doctrine, organization, training, materiel, leader development, personnel, and facilities.

The Army has carefully and comprehensively analyzed all of the Gansler Commission recommendations. The Army fully concurs with the need to address the force structure shortfalls and workforce development requirements across Army contracting. The Army will strive to make improvements in structure, training, and policy to successfully execute its contracting workload. Army leadership will continue to look for efficiencies and develop innovative business practices in order to achieve the highest return on investment.

Complete implementation will be accomplished over a period of years due to the POM and budgetary cycles, human resources workload, and the institutional capacity to accommodate the requisite training and development of the newly hired personnel. The mandate of the ACCP-TF has been met. The ACCP-TF will complete its mission in December 2008, after fully transferring its workload to the enduring organizations responsible for sustaining long-term Army contracting success. The senior leadership of ASA(ALT) will determine the path ahead and continue to provide the support, structure, and oversight needed to ensure a premier contracting workforce. Our Soldiers and our Nation deserve nothing less.

Exhibit 1:
Secretary of the Army Memorandum –
Army Gansler Commission Charter



SECRETARY OF THE ARMY
WASHINGTON

MEMORANDUM FOR ASSISTANT SECRETARY OF THE ARMY
(ACQUISITION, LOGISTICS & TECHNOLOGY)
ASSISTANT SECRETARY OF THE ARMY (FINANCIAL
MANAGEMENT AND COMPTROLLER)
CHIEF OF STAFF, ARMY
GENERAL COUNSEL
DEPUTY UNDER SECRETARY OF THE ARMY
ADMINISTRATIVE ASSISTANT TO THE SECRETARY OF
THE ARMY
DIRECTOR OF THE ARMY STAFF
THE AUDITOR GENERAL
THE INSPECTOR GENERAL
THE JUDGE ADVOCATE GENERAL, ARMY
THE PROVOST MARSHAL GENERAL

SUBJECT: Commission on Army Acquisition and Program Management in Expeditionary Operations

The Army's performance as the DoD Executive Agent with the authority and responsibility for providing acquisition and program management in support of Army expeditionary operations and national objectives is critical. To assist the Army in its execution of this role, I hereby establish a Commission of senior consultants to the Department of the Army.

The "Commission on Army Acquisition and Program Management in Expeditionary Operations" shall be led by the Hon. Jacques Gansler. The Commission shall review the Army's policies, procedures, and operations in this area, and make findings and recommendations as to their effectiveness and compliance with applicable laws and regulations, in accordance with the attached Charter. The Commission shall submit the results of its review, in writing, directly to me within 45 days.

To assist the Commission in discharging its duties and responsibilities, Army organizations, officials, and personnel are directed to cooperate with the Commission's requests for information and assistance. The Administrative Assistant to the Secretary of the Army and Director of the Army Staff shall ensure that the Commission's personnel and administrative support requirements are satisfied. The Commission shall remain in effect until dissolved, in writing, by me.


Pete Geren

Enclosure

CHARTER

Commission on Army Acquisition and Program Management in Expeditionary Operations

Background. 21st Century security needs (such as the current operations in Iraq and Afghanistan) place many different requirements on support of the in-theatre troops than those previously planned for or experienced -- such as the unpredictable and extremely rapid buildup of massive forces; large-scale local procurements; detailed tracking of the extremely large volume of arms and munitions being rapidly built up; and the assurance that all of these rapidly configured, remote activities are being done effectively, efficiently and legally, in an unfamiliar and hostile environment.

Objective. Establish a bipartisan Commission of experienced, senior experts as a subcommittee of the Army Science Board to review the "lessons learned" in recent operations, and make recommendations to assist the Department of the Army in ensuring that future such operations achieve greater effectiveness, efficiency and transparency.

Reporting Chain and Composition. The Commission will report through the Army Science Board to the Secretary of the Army and will be led by the Honorable Jacques Gansler. Colonel George Sears will serve as the Executive Director. The Commission will be composed of senior outside experts with acquisition, logistics, and program management backgrounds.

Scope of Review. The Commission will review the following matters:

- Army acquisition and program management activities in the Central Command (CENTCOM) area of operations;
- Adequacy of organizational alignment of responsibilities for acquisition and program management;
- Adequacy of personnel staffing, in terms of numbers, skills, and training;
- Adequacy of Army's oversight and management authority;
- Responsiveness of Army's acquisition and program management activities;
- Sufficiency of visibility over total assets subject to Army acquisition and program management;
- Sufficiency of controls to prevent, identify, and report criminal actions, waste, and abuse;
- Sufficiency (to include auditability) of budgeting and financial management procedures;
- Sufficiency of extant legislation

Exhibit 2:

Secretary of the Army Memorandum – Army Contracting Command



SECRETARY OF THE ARMY
WASHINGTON

30 JAN 2008

MEMORANDUM FOR

**ACTING ASSISTANT SECRETARY OF THE ARMY (ACQUISITION, LOGISTICS AND TECHNOLOGY)
COMMANDING GENERAL, U.S. ARMY MATERIEL COMMAND
DIRECTOR, U.S. ARMY CONTRACTING AGENCY**

SUBJECT: Realignment of the U.S. Army Contracting Agency and Establishment of the U. S. Army Contracting Command

1. To improve mission support to our deployed forces and implement the Gansler Commission recommendations on Army Acquisition and Program Management, I direct the realignment of the U.S. Army Contracting Agency (ACA) under the U.S. Army Materiel Command (AMC). I further direct the establishment of the U.S. Army Contracting Command (ACC). The realignment of ACA is effective the date of this memorandum. This realignment will provide a more effective structure through which to execute expeditionary and installation contracting efforts. Within the next 30 days AMC will develop and present for my approval, a concept plan to facilitate the expeditious and orderly transition of ACA and establishment of the ACC.
2. Establishment of the ACC will occur as soon as practicable. Immediately upon realignment, AMC will assume responsibility for the ACA and its missions and functions as described in Headquarters, Department of the Army General Orders No. 6, *Establishment of the United States Army Contracting Agency (ACA)*, dated 26 September 2003, paragraphs 1-9. In conjunction with this transfer of responsibility, the Commanding General, AMC shall establish the ACC to assume these missions and functions. The Army-wide contracting policy and oversight functions described in General Orders No. 6 (2003), paragraph 10, and associated personnel and support resources, shall be realigned under the Office of the Assistant Secretary of the Army (Acquisition, Logistics and Technology) (ASA(ALT)).
3. This realignment will be permanently documented in a formal rescission of General Orders No. 6. The Office of the ASA(ALT) will prepare an Army-wide staff action that will address the transfer of the ACA to AMC. Because of the importance of this action, such formal staffing will be completed expeditiously.


Pete Geren

Exhibit 3:

Secretary of the Army Memorandum — Army Contracting Campaign Plan Task Force



DEPARTMENT OF THE ARMY
WASHINGTON DC 20310

29 FEB 2008

MEMORANDUM FOR SEE DISTRIBUTION

SUBJECT: Army Contracting Campaign Plan (ACCP) Task Force (TF)

The "Commission on Army Acquisition and Program Management in Expeditionary Operations" delivered a report to the United States Army with significant and far-reaching findings and recommendations. Additionally, reports by the Government Accountability Office, the Department of Defense Inspector General, the Criminal Investigation Division Command, and other organizations highlight fraud, waste, abuse and address structural weaknesses and organizational shortcomings throughout the contracting lifecycle in the Continental United States and during expeditionary operations.

At the direction of the Secretary of the Army, I am establishing a Task Force to develop and execute the Army Contracting Campaign Plan (ACCP). Major General George Harris, Assistant Military Deputy to the Assistant Secretary of the Army (Acquisition, Logistics and Technology) will lead the ACCP TF. The ACCP TF's mission is to review the Gansler Commission's report and other Government contracting reports to determine the requirements and resources needed to address the findings and recommendations. Based on its review, and within 90 days of its establishment, the ACCP TF will recommend a long-term execution plan to the Secretary of the Army.

The ACCP TF plan will identify support requirements (personnel, facilities, equipment, contracts, etc.) and develop the "way-ahead" for execution of the ACCP TF mission. Upon approval of the plan, the ACCP TF and all responsible staff elements will execute the plan and conduct monthly status briefings with the Secretary of the Army until plan completion.

To assist the ACCP TF in discharging its duties and responsibilities, affected United States Army organizations, officials, and personnel will cooperate with requests for information and assistance. The Administrative Assistant to the Secretary of the Army and the Director, Army Staff will support ACCP TF personnel and administrative support requirements. The ACCP TF remains in effect until dissolved, in writing, by the undersigned.

A handwritten signature in black ink, appearing to read "Nelson M. Ford".

Nelson M. Ford
Acting Under Secretary of the Army

Exhibit 4: Director, Army Acquisition Management Policy Memorandum 4



DEPARTMENT OF THE ARMY
OFFICE OF THE ASSISTANT SECRETARY OF THE ARMY
ACQUISITION LOGISTICS AND TECHNOLOGY
103 ARMY PENTAGON
WASHINGTON DC 20310-0103

SFAE-ACD

MAR 31 2008

MEMORANDUM FOR ARMY ACQUISITION CORPS OFFICERS AND NONCOMMISSIONED OFFICERS

SUBJECT: Director of Acquisition Career Management Guidance Memorandum #4

The Acquisition, Logistics and Technology (ALT) community continues to transform. With the activation of the Army Contracting Command (ACC (Provisional)), the completion of the Army Contracting Task Force, and the Army Contracting Campaign Plan implementation, we are moving forward with actions required to make the Army Acquisition Corps (AAC) more relevant and ready for the 21st century.

The AAC will begin accessing both officers and noncommissioned officers (NCOs) earlier in their military career. The plan is to access both groups earlier, on average at the five to six year mark of active federal service. Branch qualification is still a prerequisite for officers; NCOs are required to have the Basic Noncommissioned Officer Course completed prior to their first acquisition assignment. Officers should expect their first assignment to be in support of the ACC's expeditionary contracting mission. Both officers and NCOs can expect to attend their respective acquisition training courses enroute to their first contracting assignment.

Upon completion of these courses, both the officer and NCO should expect to remain on station for one year before deploying to support current operations. This will provide the newly accessed acquisition member an opportunity to gain a minimum of one year of vital contracting experience; this does not preclude temporary assignments to Combat Training Centers or support to other regional requirements as dictated by the respective Army Service Component Commands.

The growth of contracting within the AAC will allow us to better support the warfighter and provide a more predictable deployment cycle. I am continually impressed with our ability to meet the multiple demands placed upon the AAC in fighting the war on terrorism.

N. ROSS THOMPSON III
Lieutenant General, GS
Director
Acquisition Career Management

Exhibit 5: Army Doctrine and Training Initiatives

Acquisition, Logistics and Technology

Integration Office (ALT/IO) Doctrine & Training Initiatives

(1 Dec 2008)

a. Leadership Training

- FM 4-10 Commander's Guide to Operational Contract Support: This new FM will include information currently found in FM 3-100.21, *Contractors on the Battlefield*, and selected information found in FM 100-10-2, *Contracting Support on the Battlefield*. Initial draft delayed due to other higher priority projects. First draft expected end of 2Q FY 09.
- FMI 4-93.42 Contracting Support Brigade: final draft staffing complete. planned approval 2Q FY 09.
- FM 4-93.41 Army Field Support Brigade: Converting from Field Manual Interim (FMI) to FM, final draft complete. Approval 2Q FY09.
- Joint Publication (JP) 4-10 Operational Contract Support: Approved 17 Oct 08.
- General Doctrine Integration Actions. Added, updated and expanded operational contract support related text in numerous FMs and JPs: *Theater Sustainment Command, Sustainment Brigade*, and *Maneuver Enhancement Brigade, COIN, Engineer Operations, Protection*, etc. Expanded text provides operational contract support overview and addresses tactical unit's role planning, requirements development and contract management.
- Office of the Secretary of Defense directed Operational Contract Support Concept of the Operations (ALT-IO lead for DOD writing team) Final draft competed June 08, additional update pending.

b. Individual Training and Leader Education for Non-acquisition Soldiers.

- Contractors Accompanying the Force (CAF) Training Support Packet (TSP). Available via the Reimer Digital Library and LOGNet's Battlefield Contracting website. This TSP is being used as the base-line for many of leader development courses discussed below.
- Contractors Accompanying the Force (CAF) interactive multimedia instruction (IMI). Based on TSP discussed above - available via LOGNet's Battlefield Contracting website.
- Contracting Officer's Representative (COR) Course— 5 days, resident & onsite, taught by Army Logistics Management College (ALMC)
- Performance Work Statements Course – 3 days, taught by ALMC.
- Operational Contracting Support Course – 2 weeks, to be taught by ALMC. Purpose: Train Army brigade through Army service component command level staff officers in operational contract support planning and management. (New effort- resulting from Gansler Commission findings.) Planned implementation 2Q FY09.
- Courses With Imbedded Operational Contract Support Overview: Army War College; all Intermediate Leader Education courses; Sustainment/Logistics Pre-Command

Course (PCC); BCT PCC; Aviation Support Battalion PCC; Theater Logistics Studies Program (one full week); Combined Logistics Captain's Career Course; Multinational Logistics Course; Joint Course on Logistics; Logistics Transformation Course; Transportation WO Career Course.

- Courses that include COR training: all Quartermaster and Ordnance warrant officer basic (WOBC) and advanced (WOAC) courses; 92G ANCOC; Air Defense WOAC.
- Courses Requiring CAF IMI review: QM, TC and OD Basic Officer Leadership Course (BOLC) III, TC BNCOC and ANCOC, OD ANCOC Courses, QM ANCOC for 92Y and 92As.
- Deployed Operations Resource Management Course (DORMC/Ft. Jackson): The course is for officers, NCOs, and civilians who are preparing to deploy and conduct resource management operations. During this two week course, ALT-IO personnel provide instruction on RM support to contingency contracting actions.
- Resource Management Intermediate Level Education (ILE) Course: This three day course covers three functional areas taught by ALT-IO personnel: Introduction to Contingency Contracting, Planning for Contingency Contracting, and Performing Contingency Contracting.

c. Collective Training.

- Logistic Training Exercises (LTXs)/Mission Rehearsal Exercises (MRXs) - USAMC and the ALT-IO have an on-going coordinated effort to support operational contract support injects, leader briefings, etc. in numerous LTXs spell out this acronyms and MRXs. This initiative includes the provision of both LOGCAP and contingency contracting officer observer controllers.
- BCTP/CTC Operational Contract Support Training -This ALT-IO instigated, TRADOC/ASA (ALT) lead action to establish a separate ALT Team within BCTP OPS Group Current Operating Environment (COE) was approved by HQDA Nov 08 for stand-up starting Dec 08. This team will give BCTP and the dirt CTCs, as a whole, the capability to provide operational Army units, limited operationally focused training on how to properly plan for and integrate contracted support and other ALT support into military operations. This ALT BCTP/CTC capability will formalize the ad-hoc collective training support currently being provided by USAMC and ALT-IO.

c. Leader Education and Training Publications for Contracting Professionals (Functional Area 51 officers, NCOs with a 51C [contracting] MOS, and DA civilians).

- Army Acquisition Basic Course – 8 weeks, resident, taught by ALMC at Huntsville, AL, campus. Provides Defense Acquisition Workforce Improvement Act (DAWIA) level 1 training in contracting.
- Army Acquisition Intermediate Contracting Course – 4 weeks, resident, taught by ALMC. Provides DAWIA level 2 training in contracting.
- Army Intermediate Contracting Laboratory – 2 weeks, resident, taught by ALMC. (planned implementation 1Q FY09) Provides training in Procurement Desktop-Defense (PD2) software (new training as a result of Gansler Commission findings).
- Logistics Pre-Command Course (LPCC) – a 2-week resident course taught to lieutenant colonels and colonels centrally selected for command in Army Contracting Command (formerly Army Contracting Agency) and Defense Contract Management Agency (DCMA) activities, coordinated by ALMC.

- Soldier's Manual and Trainer's Guide (STP 70-51C34-SM-TG): Designed for MOS 51C Acquisition, Logistics and Technology NCO (skill levels 3 & 4)
- Officer Foundation Standards (OFS): Designed for MOS 51C Acquisition, Logistics and Technology Officers—currently in development.

d. Other Related Efforts.

- LOGNet Battlefield Contracting Community of Practice – Internet-based tool for exchanging knowledge between logisticians in the institutional and operational force. Within this site, The Battlefield Contracting Community of Practice serves as the central repository for tactical requiring activity (e.g. major maneuver and support organizations –BCT through Army Service Component Command) operational contract support knowledge. Topics include requirements determination, field ordering officers (FOO), contracting officer representatives (COR), best practices and lessons learned.
- Graphic Training Aids (GTAs), Handbooks & Guides:
- Contracting Basics for Leaders GTA card containing contracting terms, organizations, and processes approved and available, both online and through Center for Army Lessons Learned (CALL).
- Deployed Contracting Officer Representative (COR) GTA card containing COR processes, key points, etc, related to COR duties in a contingency environment. GTA approved, available online, and submitted for hard copy printing.
- Commander's Emergency Response Program (CERP) GTA card containing CERP processes, key points, etc, GTA approved, available online, and submitted for hard copy printing.
- LOGCAP III Customer Handbook: Official draft posted for use on LOGNet-Battlefield Contracting Website.
- Battlefield COR Guide: approved and available on-line, submitted for hard copy, printing.
- Performance Work Statement Writing Guide: Submitted to CALL for staffing and review,
- FOO Guide: Submitted to CALL for staffing and review,

Exhibit 6: Acronyms

ACA – Army Contracting Agency

ACC – Army Contracting Command

ACCP-TF – Army Contracting Campaign Plan-Task Force

ACTF – Army Contracting Task Force

ARFICOM – Africa Command

ALT – Acquisition, Logistics and Technology

ALT-IO – Acquisition, Logistics and Technology - Integration Office

AMC – Army Materiel Command

AOR – Area of Responsibility

ASA(ALT) – Assistant Secretary of the Army, Acquisition, Logistics and Technology

BG – Brigadier General

CASCOM – Combined Army Support Command]

CCB – Contingency Contracting Battalion

CENTCOM – Central Command

CONUS – Continental United States

COR – Contracting Officer Representative

CSB – Contracting Support Brigade

CSE – Contracting Support Element

DACM – Director, Acquisition Career Management

DASA (P) – Deputy Assistant Secretary of the Army (Procurement)

DAU – Defense Acquisition University

DAWIA – Defense Acquisition Workforce Improvement Act

DCMA – Defense Contract Management Agency

DCCC – Deployable Civilian Contracting Cadre

DoD – Department of Defense

DTLOM-PF – Doctrinal, Training, Leader Development, Organizational, Materiel, Personnel and Facilities

ECC – Expeditionary Contracting Command

EPC – Emergency Procurement Committee

ERP – Enterprise Resource Planning

FEGLI – Federal Employees Group Life Insurance

FY – Fiscal Year

GO – General Officer

GS – General Schedule

GWOT – Global War on Terrorism

H.R. 2638 – House Resolution 2638

JCC-I/A – Joint Contracting Command – Iraq/Afghanistan

LOGCAP – Logistics Civil Augmentation Program

LOGNET – Logistics Network

MG – Major General

MICC – Mission & Installation Contracting Command

NCO – Noncommissioned Officer

NDAA – National Defense Authorization Act

NGB – National Guard Bureau

OCS – Operational Contract Support OJT – On-the-Job Training

OSD – Office of the Secretary of Defense

POM – Program Objective Memorandum

RC – Reserve Component

SECDEF – Secretary of Defense

SES – Senior Executive Service

SPRD&E – Systems, Planning, Research, Development, and Engineering

STP – Soldier Training Publication

TRADOC – Training and Doctrine Command

UCMJ – Uniform Code of Military Justice

USACE – United States Army Corps of Engineers

USAR – United States Army Reserve

VCE – Virtual Contracting Enterprise

"Consolidated Security, Disaster Assistance, & Continuing Appropriations Act (on H.R. 2638, P.L. 110-329)
Joint Explanatory Statement"

H.R. 2638 Division C, page 73

Language:

SMART CONTRACTING

For the past several years, significant attention and resources have been focused on the Department's acquisition process and its workforce. There is commitment to providing the tools and resources to facilitate smarter contracting processes. The Secretary of the Army is directed to submit a report to the congressional defense committees no later than 60 days after enactment of this Act, detailing the Army's progress in implementing the key recommendations of the Gansler Commission.